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Letter dated 14 February 2013 from the Secretary-General addressed to the President of the Security Council

Further to my report (S/2013/69), submitted to the Security Council on 31 January 2013, and to subsequent consultations between the United Nations and the African Union in respect of Somalia, I have the honour to transmit herewith the attached joint statement, which I have signed together with Nkosazana Dlamini-Zuma, Chairperson of the African Union Commission (see annex).

I should be grateful if you would bring the statement to the attention of the members of the Security Council.

(*Signed*) **BAN** Ki-moon

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Annex

Joint statement

14 February 2013

We, the Secretary-General of the United Nations and the Chairperson of the African Union Commission, refer to the report of the Secretary-General (S/2013/69), submitted to the Security Council on 31 January 2013, in which the Council was presented with the outcome of the United Nations strategic review of its efforts in Somalia. The outcome of the African Union's parallel strategic review of the African Union Mission in Somalia (AMISOM) will soon be discussed by the African Union Peace and Security Council and subsequently shared with the United Nations Security Council. We share the following views on these two reviews with the Security Council and the African Union Peace and Security Council, on the understanding that further consultations are necessary to reach a shared vision on the way forward.

On the basis of the two reviews, the United Nations Secretariat and the African Union Commission have initiated further consultations (including during the Joint Task Force held on the margins of the recently concluded Summit of the African Union Assembly of Heads of State and Government) to agree on a joint approach for an enhanced international engagement in Somalia. This letter outlines areas of convergence between the African Union and United Nations approaches in Somalia on the basis of those consultations, and provides an update on our plans to enhance the United Nations-African Union strategic partnership in the country.

1. Requirement for an enhanced international presence in Somalia

The African Union and the United Nations share a common analysis of the situation in Somalia, recognizing both the opportunities and the risks of the current phase, and the great demands on the new Somali authorities to carry forward the process of stabilization, peacebuilding and statebuilding. We are jointly highlighting to the Council the critical need, also highlighted by the Somali authorities, for an expanded international presence to support peacebuilding in Somalia for the coming years, while ensuring the advancement of the ongoing efforts to stabilize security.

While military support to the Government of Somalia continues to be critical, security operations cannot succeed in isolation. Grounded in respect for the principle of national ownership, we are of the joint view that an international civilian presence should assist the Somali authorities in advancing the process of national reconciliation, finalization of the constitution and preparation for elections by 2016.

It should also provide coherent strategic and policy advice to the Government on stabilization, peacebuilding and statebuilding, and support substantial, long-term efforts to build the capacity of the Somali people and Somali institutions, including in the security sector, justice, governance and public administration, and basic service delivery. It should ensure adequate monitoring and reporting of the human rights situation in Somalia, and assist the Government in building the capacity of its human rights institutions. In respect of all these functions, it should assist the authorities in coordinating international support.

We take note of the intention of the Security Council, in its resolution 1863 (2009), to establish a United Nations peacekeeping operation for Somalia, and its adoption of the incremental approach recommended in the report of the Secretary-General of 16 April 2009 (S/2009/210). In this regard, we recall that the ultimate security objective in Somalia remains to smoothly hand over security responsibilities to the Somali authorities, which requires enhanced efforts to develop capable Somalia security institutions in the coming years. In the interim, our joint view remains that the African Union still has a comparative advantage over the United Nations as a provider of military support to the Somali National Security Forces, while combat operations continue. The option of a United Nations peacekeeping operation should, consequently, be revisited as conventional combat operations against Al-Shabaab end, in consultation with the Somali authorities at that time. If that were to be the course of action, there would be a need to significantly enhance its capacity compared to that currently available to AMISOM, including by providing the necessary enablers and force multipliers, while taking concrete steps to empower the Somali defence and security sector.

Meanwhile, on the urgent need for civilian support to the Government, the United Nations Secretariat, in consultation with United Nations agencies, funds and programmes, has proposed the creation of a United Nations assistance mission as described in paragraphs 72 to 76 of the report of the Secretary-General to the Security Council of 31 January 2013 (S/2013/69). The African Union, on the basis of its review of AMISOM, has proposed an expanded Security Council mandate and United Nations support for AMISOM. We look forward to the guidance of the Security Council on these recommendations, to enable our further planning to proceed on the basis of clear understanding of the Council's expectations.

Based on the Council's guidance, the United Nations and the African Union will also continue to advance our contingency planning for an eventual peacekeeping operation in Somalia.

2. Financing for AMISOM

As the Somali Government is not yet in a position to guarantee security throughout its territory, we jointly recognize the unique and essential role being played by AMISOM in supporting the Somali National Security Forces to consolidate security in the country. The continuation of these efforts is indispensable to create the conditions for further peacebuilding, including those activities that are planned by international partners in support of Somali efforts.

The present United Nations support package for AMISOM provides sustainable funding for the force's logistical and related requirements, representing approximately 70 per cent of the total requirements of AMISOM. However, there remains an outstanding requirement for financial support. We wish, in particular, to draw attention to the fact that the present resolutions of the Security Council, including resolution 2010 (2011), explicitly exclude the provision of direct financial assistance from the United Nations to the African Union, with the exception of reimbursement of contingent-owned equipment authorized under resolution 2036 (2012). We therefore strongly encourage Member States to do their utmost to ensure predictable and sustainable funding for AMISOM, particularly with regard to the reimbursement of allowances for AMISOM uniformed personnel, to cover the duration of its mandate should it be extended beyond 7 March 2013.

Noting that transition to a peacekeeping operation is not recommended in the immediate term, we note the following options which offer possibilities for allowing the African Union to meet the financial obligations incurred in respect of AMISOM, with regard to the allowances for uniformed personnel: (i) continuation of the present arrangements, whereby Member States and regional organizations provide direct financial assistance to the African Union, possibly on the basis of agreed burden-sharing; (ii) exceptional authorization for the United Nations to reimburse AMISOM, in accordance with United Nations scale and standards, for costs incurred in respect of Security Council-mandated activities, this second option being the one that ensures greater predictability and financial stability.

We urge the Council to give urgent consideration to these options and to provide guidance as to its intent, so that AMISOM operations may continue.

3. Coherence of the African Union and the United Nations efforts in Somalia

We take note of a number of areas in which the efforts of the African Union and the United Nations in Somalia currently overlap, and where greater efforts should be made to realize synergies and avoid duplication by our respective missions. In order to do this, we will be guided by the expectations of our respective organizations, as well as the preferred configuration of our presences, as noted in section 1 above.

Following such guidance from the Security Council, we will take advantage of the forthcoming Technical Assessment Mission to be deployed by the United Nations to explore further the scope for more effective United Nations-African Union collaboration on the basis of comparative advantage and a clear division of labour, and in line with the priorities of the Federal Government of Somalia. The United Nations and the African Union will collaborate closely in the development of recommendations in this regard, which will include strong mechanisms for strategic, operational and tactical coordination, and subject to further consultation, could include the development of co-location, joint units or joint programmes. These would be presented in the subsequent report of the Secretary-General.

We look forward to the consideration of the Security Council and the African Union Peace and Security Council of the joint views presented in this letter during its deliberations on our future efforts to support sustainable peace in Somalia.

(*Signed*) **BAN** Ki-moon
Secretary-General
United Nations

(*Signed*) Nkosazana **Dlamini-Zuma**
Chairperson
African Union Commission